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This study which gives detailed recommendations for the implementation of a state-wide library improvement program for Delaware is based on visits to all types of libraries and library agencies in the state and conference with members of the State Library Commission, library trustees, state and local officials, librarians and interested laymen. The major recommendations include: (1) revision of library laws to make possible the carrying out of proposed recommendations, (2) provision of a strong state library agency with necessary status and support to activate and promote the program, (3) development and implementation of accepted standards of library service, (4) assistance from a variety of sources for community libraries, (5) acceptance of the school library in the total educational program of the community, (6) consideration of the role of the college, university, and privately supported library within the total program, (7) effective coordination of the services of these libraries and (8) institution and direction on a continuing basis, of a publicity and public relations program designed to acquaint the people of the State with the desirability and need for an improved book and information service. Suggestions are also made for library education and training as well as for the roles of commissioners, trustees, other laymen, and professional associations within the State. Appended are comparative statistics for Delaware public library service for 1955-1956 and 1964-1965. (Author/JB)

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Library Service

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HUMPHRY and HUMPHRY

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LIBRARY SERVICE IN DELAWARE

by

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The Brooklyn Public Library

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New York

1966

STATE LIBRARY COMMISSION

DOVER, DELAWARE

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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INTRODUCTION

This Introduction to the study of library service in Delaware is presented in two parts: the first, entitled The State of Delaware, offers a brief description of the State itself; the second, entitled Library Service in Delaware, explains the purpose of the study, the manner in which it has been conducted, and the results it hopes to achieve.

The State of Delaware

The State of Delaware is known as the first of the thirteen original colonies to ratify the Constitution of the United States in 1787. It is the home of John Dickinson, who drafted the Articles of Confederation. The first attemp to colonize the State, which was made by the Dutch in 1631, was unsuccessful. The first permanent settlement was established by Swedish colonists under Peter Minuit in 1638. The Swedes surrendered their holdings to the Dutch in 1655; the Dutch, in turn, surrendered their holdings to the British in 1664. Regaining the land in 1673, the Dutch lost it by treaty to the British in 1674. As a British colonial possession, Delaware remained part of the Province of Pennsylvania until 1776, when the three lower counties of the Province formed Delaware State. The constitution of 1792 changed the title to the State of Delaware. The constitution under which Delaware is governed today was adopted in 1897.

Next to Rhode Island, Delaware is the smallest state in the nation; its 2,057 square miles include 79 square miles of inland water. The state is often referred to as one of the South Atlantic group. Generally the terrain of southern and central Delaware is low and level, while that of northern Delaware is moderately hilly. The climate is both temperate and humid, with hot summers and mild winters. The population of Delaware is growing at a rate exceeded by that of only two other states. In 1960 the population was 446,292, an increase of 128,207 from 1950. Between 1960 and 1965, it is estimated that the population has increased more than ten percent. Among the principal factors which contribute to the spectacular growth of the State are its proximity to raw materials and markets, its excellent transportation systems, and its abundant waterpower. Until 1920 the population of Delaware was predominantly rural and agricultural. Although it is considered an industrial state, with diversified manufacturing in and around Wilmington and in the larger communities, farming and fishing retain their importance. The general corporation law of the State, with its broad provisions, has encouraged many out-of-state companies to incorporate in Delaware. The capital of the State is Dover, with a population of 7,250 in 1960. Wilmington and its environs contain more than half of Delaware's population, and the city is headquarters of the E. I. du Pont Nemours Company. One of the nation's largest corporations, it was organized in 1802 and manufactures over 1,200 products, many of them synthetics. Wilmington, the largest city in Delaware and its principal manufacturing center, is regarded as an outstanding chemical center of the world. Located a scant six miles south of Wilmington, New Castle is the principal port of the State and a major port of the nation.

Library service was provided in Wilmington as early as 1754. The present Wilmington Institute Free Library, however, is the outgrowth of a subscription library known as the Library Company of Wilmington, which was organized in 1788. This library may have been the successor to the library in existence in 1754 whose service was disrupted by the Revolutionary War. In 1799 a public library was established in Dagsborough, Sussex County, at which time it was reported that libraries were planned for other Sussex towns. Today Delaware has 19 public libraries and one of these also serves the county in which it is located. The State Library Commission, organized in 1903, provides advisory and information services and reading material to public and school libraries and individuals. The resources in school and academic libraries and in special libraries benefit those for whom they were established to serve. Delaware is a rapidly growing state, with all the attendant challenges and problems which growth engenders. The chapters which follow are concerned with one of the most important of these: library service throughout Delaware—the rightful place this service holds in a progressive state, an analysis of current programs of service, and a blueprint for a comprehensive, state-wide program of improved service.

Library Service in Delaware

Library leaders, educators, government officials, and interested laymen continue to indicate their growing concern for the need to improve library service throughout Delaware. This concern manifested itself in March, 1962 when the Long-Range Planning Committee of the Delaware Library Association, chaired by Dr. John M. Dawson, Director of Libraries of the University of Delaware, prepared a report entitled "The Public Libraries of Delaware." This study pointed out the inadequacies of the State's public libraries and suggested methods of improvement. The report alerted

many commissioners and librarians to the need for concerted action, whereby not only the public libraries of the State but also the services and resources of all types of libraries should be included in a comprehensive state-wide plan.

Library planners suggest the marshaling of efficient and effective use of facilities, resources, and services of libraries within a given area. More and more attention is being focused on library service in general rather than library service by a particular kind of library. It is essential that cooperation displace competition as it becomes clear that no one library facility nor one political jurisdiction can meet the needs and requirements of a rapidly growing population whose interest and vocations are legion.

The libraries of Delaware must be provided the opportunity to participate actively in meeting the intellectual requirements of all its residents. In order to permit the libraries to provide service that meets twentieth century requirements, immediate and positive steps should be taken. Detailed recommendations for the implementation of a state-wide library improvement program are included in Chapter 5. The major recommendations include:

1. Revision of library laws to make possible the carrying out of proposed recommendations;
2. Provision of a strong state library agency with necessary status and support to activate and promote the program;
3. Development and implementation of accepted standards of library service;
4. Assistance from a variety of sources for community libraries;
5. Acceptance of the school library in the total educational program of the community;
6. Consideration of the role of the college, university, and privately supported library within the total program;
7. Effective coordination of the services of these libraries;
8. Institution and direction, on a continuing basis, of a publicity and public relations program designed to acquaint the people of the State with the desirability and need for an improved book and information service.

Additional factors that will assist in realizing these goals include library education and training as well as the roles of commissioners, trustees, other laymen, and professional associations within the State.

This study was conducted in 1965 for the Library Commission for the State of Delaware. During the course of the year a number of visits were made to libraries, including the State Library and other library installations in the state government, public libraries, school libraries, academic and special libraries. As a result of visits and conferences with members of the State Library Commission, library trustees, state and local officials, librarians and interested laymen, a considerable body of information has been gathered and evaluated. Recommendations for improved library service based upon this information are considered both feasible and achievable by the consultants. This considered opinion is predicated not only on our findings but also on the favorable reaction of many citizens whose attitude and spirit clearly demonstrate their genuine interest in library improvement. We have every expectation that the challenge which faces the libraries of Delaware will be successfully met.

We wish to acknowledge the cooperation, assistance, and interest in this study by the members of the Library Commission of the State, the members of the Advisory Committee of the Delaware Library Association, and all others whose advice has been sought in the conduct of this study.

Chapter 1

THE STATE LIBRARY COMMISSION AND THE STATE LIBRARY

Recognition and acceptance of the need for educational opportunities continue to challenge the vision of state governments and compel them to play increasingly important and responsible roles in the promotion and development of library service at the state level. Principal responsibilities of state library agencies include guidance, direction, and equalization in the provision of library service on a state-wide basis. For the purposes of this study, the State Library Commission and the State Library constitute the two most significant agencies in promoting and improving library service throughout the state. There are, however, several other library-related activities supported by the State of Delaware, mentioned later in this chapter.

The Library Commission for the State of Delaware

The purpose of the Library Commission for the State of Delaware is described in a 1904 Handbook of the Commission as follows.

> The initiative in all library movements must come from individuals and communities, but the State Library Commission of Delaware stands ready to render all possible assistance to the end that the libraries of Delaware may be raised to a higher rank and that the citizens of the State may be happier and better fitted for citizenship by reason of their acquaintance with "the literature of power which inspires and builds character, and of the literature of knowledge which informs and builds prosperity."[1]

This statement, written 61 years ago, has appropriate significance today.

Added responsibilities, however, of a state library agency today include library service to the state government, assistance in planning, developing, and financing local community library service, and the coordination of the resources of all types of libraries.

The Commission by law is composed of nine members who serve without compensation and are appointed by the Governor for staggered terms of three years. Three consecutive terms is the maximum any member can serve. The Commission elects its President from among its members, and the Librarian appointed by the Commission serves as Secretary. The laws relating to establishment of the Commission, its commissioners and their appointment, its powers and duties were revised in 1963.

One of the principal functions of the Commission, through the professional staff of the State Library, is to provide general direction for community libraries throughout the State. The Commission has encouraged the establishment of public libraries and has worked with the local district commissioners and librarians in evaluating their programs and hours of service, book collections, personnel, physical facilities, and financial support. The visits made by the professional staff of the State Library to public libraries in the State late in 1961 and early in 1962 are tangible evidence of the State Library's aim to encourage library development. Reports of these visits, which were made available to the consultants and which describe local library conditions, served as a guide in making the specific recommendations for improvement included in the last chapter of this report.

Progress with respect to the work of the Commission is found in a brief statement from the history of the Commission.

> Since 1959, we have secured a state appropriation large enough to qualify for the federal funds available under the Library Services Act of 1956. This increase enabled us to move into the old Delaware Railroad Station through arrangements made by Fulton J. Downing of our Commission; to fit and equip the new quarters, buy more books, hire more staff, and buy a station wagon for deliveries to schools without libraries. In 1961, a Field Consultant was hired, and workshops started to train staffs of rural public libraries qualifying for federal aid. Scholarships were offered in return for a two year term of service. Two graduates are presently on our staff, one serving as Assistant Librarian and the other Field Librarian in technical processes. The latter will be replaced next Fall by our fifth scholarship recipient. There are fourteen libraries receiving federal aid for books and equipment; and special funds were granted to the New Castle County Library for their rural program.
>
> Our First Governor's Conference on Public Libraries was held in 1963 resulting in the first revision of the library laws of Delaware in a quarter century. During this year, a Delaware Library Trustee Association was formed. The Library Services and Construction Act of 1964 replaced the old Library Services Act, increasing the funds available, adding funds for construction of libraries and renovating present quarters. All of Delaware is now eligible for help during the next two years under this Act.[2]

The Library Commission is fortunate in having recently secured the services of a librarian with experience in

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[1]Delaware. State Library Commission. *Handbook of the State Library Commission for the State of Delaware,* compiled for the Commission by Florence Bayard Kane. New ed., rev. and enl. (Dover, 1904), [p. 5].

[2]Delaware. State Library Commission. Brief statement from the history of the Commission. (Single mimeographed sheet, n. d.).

regional and system libraries. His broad background should prove valuable in the implementation of a more comprehensive program of library service in Delaware. The Librarian and the senior members of his staff are preparing a plan for a state-wide program of community library improvement. The proposal for the fiscal year 1966 includes (1) state grants-in-aid to local public libraries, (2) a strengthened organization for the State Library, (3) a statement of the policies under which improved programs of library service would be developed, including the certification of professional librarians throughout the State, (4) additional professional and clerical staff to implement the program, with opportunities for trainees and work-study programs, (5) building and renovation projects under various Federal library legislation, such as the Library services and Construction Act, Elementary and Secondary Education Act, Higher Education Act, and National Humanities Foundation Act, (6) workshops for staff and trustees, (7) contractual centralized processing of books, and (8) the development of a state-wide reference and book referral service based at the Wilmington Institute Free Library and provided in cooperation with the Delaware Library Association. This is a sound plan developed by the new State Librarian, with the assistance of his experienced Field Consultant, and designed to encourage local support. Such grassroots interest and support are recognized and encouraged by additional financial aid through state and federal funds. The State Librarian is supported by well-qualified and dedicated personnel requisite in administering properly the growing library requirements of the State.

The State Library

The location of the State Library limits its program of service to other branches of the state government. From modest beginnings in the Court House in Dover, the State Library now occupies the former Pennsylvania Railroad Station on West Loockerman Street. While the building has been attractively and conservatively refurbished, it does not lend itself to the proper discharge of state library functions.

The agency operates two bookmobiles, which provide service to remote areas where no community library is located within a reasonable distance. The agency also provides classroom book collections, changed every six months, to about 12 small public schools in rural areas. This service is being discontinued with the establishment of libraries in the public schools.

Legislation in Support of Community Library Service

The recently amended Delaware law, Title 14, section 7146—"State funds for library purposes"—provides book funds for local libraries that have secured money either through taxation or gift.

Section 7146. State funds for library purposes

(a) Whenever the Library Commission for the State of Delaware certifies to the State Treasurer that any School District in this State has established a free public library therein, and has raised by taxation, subscription, gift or otherwise, a sum not less than the minimum sum prescribed by section 7129 of this title for the class to which such district belongs, for the support and maintenance of the library for the year then next ensuing such establishment, the State Treasurer shall pay to the District Library Commission of any such School District a sum equal to one-half of the sum certified by the Library Commission for the State of Delaware. Each year thereafter, the State Treasurer shall pay to the District Library Commission a sum equal to one-half of the sum certified to the state Treasurer by the Library Commission for the State of Delaware as having been raised by taxation, subscription, gift or otherwise during the year, in which the State Treasurer is to make such payment for the maintenance and increase of the library for such year. The State Treasurer shall not in any one year pay to any District Library Commission any sum in excess of $3,000 if the district belongs to the first class, nor in excess of $1,500 for a district of the second class, not in excess of $1,000 for a district of the third class. All such sums, paid to any District Library Commission by the State Treasurer, shall be expended by such District Library Commission for books. A list of such books must be submitted before purchase to the Library Commission for the State of Delaware for approval. If any District Library Commission neglects or refuses to expend all monies received by such District Library Commission from the State Treasurer for books approved by the Library Commission for the State of Delaware, then and in such event the Library Commission for the State of Delaware may refuse to issue a certificate to the State Treasurer for any further or other payment to the District Library Commission neglecting or refusing as aforesaid.

(b) The payments shall be made quarterly in four equal installments. Each payment shall be made on certification of the Library Commission for the State of Delaware. As amended 54 Del. Laws, Ch. 202, §2, eff. Dec. 23, 1963.

1963 Amendment. 54 Del. Laws, Ch. 202, § 2, changed the amount of payments and eliminated fourth class districts.

This law specifies that grants are to be expended for books only; it is unduly restrictive. The State Library should have the authority to determine those categories of community library expenditures that relate directly to public service and which, therefore, render community libraries eligible to receive state aid. Furthermore, the present ceiling on allocation of funds limits state support arbitrarily and without regard to need. A more realistic formula for this kind of financial aid is presented in the chapter on recommendations.

Other Library Functions of the State

In 1957 the Legislative Reference Bureau, which in terms of its function is a misnomer, was transferred from

the province of the State Librarian and established as a separate bureau. At the same time, the State Library was abolished but the State Library Commission was retained. Among the present duties of the Executive Director of the Legislative Reference Bureau are the custody of the inventory of the Delaware Code and other official, legal, state publications, their sale, distribution, and exchange. No reference is made, however, to the usual function of such a bureau, that of providing books and information services necessary or helpful to legislators and other state employees in the discharge of their official duties.

The State Law Library, also known as the Kent County Law Library, is independent of the State Library and serves the judicial branch of the state government. The laws pertaining to the Law Library could be clarified to authorize its existence, status, functions, and relationships to the State Library, the Public Archives Commission, and the Legislative Reference Bureau.

The Public Archives Commission, another state agency whose functions are library related, is responsible for the archival materials pertaining to the State of Delaware. It is also charged with assembling and preserving correspondence, official records, minutes and journals of the legislative, executive, and administrative agencies of state and local governments. The Commission also maintains a comprehensive collection of Delawareana, genealogical and statistical information, as well as church and tombstone records.

The State Department of Public Instruction, through its School Libraries Section, promotes school library development.

Delaware law, Title 31, section 2117 provides that the Delaware Commission for the Blind may contract with any public library for that library to render book service to the blind throughout the State. At the present time, this service is provided directly by mail from the Philadelphia Free Library by contract with the Delaware Commission for the Blind. Library service to the blind is normally provided through the facilities of a state library. A recommendation relative to this service is included in the last chapter.

It would be highly desirable to establish working and cooperative relationships among the several library functions of the State in the interest of improved service to scholars and the general public, as well as in the interest of economy and efficiency.

Chapter 2

COMMUNITY LIBRARY SERVICE

Public library service, since its establishment more than 100 years ago, has not kept pace with significant changes in the social, economic, political, and intellectual life of the nation. Formal and informal educational programs presently available to people at all age levels place increasingly heavy demands on public libraries. Job retraining programs, which should invoke the use of public library resources, are an important factor in the economy, since more and more people require and receive special training and skills. Pertinent to this subject is a useful article which appears in the December 1965 issue of the American Library Association Bulletin, entitled "A Pilot Program on Occupational Trends and Career Planning." Political boundaries become less significant as service patterns become more significant. People live in one community and work in another. Longevity and leisure also strengthen the case for improved public library service. These factors help confirm the need for a level of service which only a comprehensive and cooperative library program can provide.

An analysis of the ingredients of public library service in Delaware, beginning with physical facilities, will be noted below, together with observations and comments on how to bridge the gap between the present level of library service and that which should prevail for the intellectual development of Delaware's citizens.

Physical Facilities

Only a few of the community libraries in Delaware are located in buildings large enough to provide the book and information services which people expect. When the libraries were established, concepts of public library service were limited; they were little more than collections of books available for home use. Present programs of library service include comprehensive collections of books, periodicals, films, recordings, pamphlets, maps, and other communication media which cover all fields of knowledge and provide for all age groups, with a staff qualified to service these materials and to make their use a meaningful experience in a patron's daily life. In addition to these broad collections of materials, expertly serviced by reference and advisory personnel, film programs, book discussion groups, story hours, puppet and dramatic presentations are provided to acquaint and interest people in the wide and diverse functions and services of the modern public library—otherwise known as the community's cultural and information center.

In an effort to inspire and encourage trustees, political leaders, and librarians to improve levels of library service throughout the country, the Public Library Association of the American Library Association, after long and careful deliberation and study, devised and published a statement of principles and goals entitled *Public Library Service*, which if followed would lead to a nation-wide network of quality libraries. The philosophy underlying this document is that of cooperative effort whereby the larger libraries assist the smaller libraries in their efforts to make immediately available book and information services of a useful nature. The following paragraphs from this publication are particularly pertinent.

> Libraries are . . . urged to band together formally or informally, in groups called "systems." In such systems, already well established and successful in large cities and populous counties, large and small libraries in natural areas work together to make a wide range of library materials and services readily available to all residents. The systems, in turn, reach out to a wider world, drawing on even greater and more specialized resources offered by state and federal agencies. In a well-organized structure of library service, the reader in smaller and more remote places will have access not only to all books and materials in his region, but beyond that to the resources of the state and nation.
>
> The development of systems of libraries does not weaken or eliminate the small community library. On the contrary, it offers that library and its users greatly expanded resources and services. Library materials and services that today may seem unattainable could be available in each local community in the foreseeable future.[1]

The library profession was cognizant of the fact that the broad and sweeping recommendations cited in this 1956 publication could not be implemented for several years hence. Accordingly, *Interim Standards for Small Public Libraries: Guidelines toward Achieving the Goals of Public Library Service* was published in 1962 by the American Library Association to provide trustees and librarians with the specific quantitative measures and standards to be used in achieving the qualitative goals outlined in the earlier publication.

The buildings which house community libraries vary in size and design, depending upon history, tradition, interest, and requirements. The *Interim Standards* cite specific recommendations for square footage necessary to house a public library, based upon the population of the area served.

Evidence of the concern on the part of interested individuals and governmental agencies is the study now being conducted by the New Castle County Planning Commission. The Libraries Study is part of the general analysis and inventory of the existing situation. This Commission is also concerned with the adequacy of library facilities for the

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[1]American Library Association. Co-ordinating Committee on Revision of Public Library Standards. *Public Library Service; a Guide to Evaluation, with Minimum Standards,* (Chicago: American Library Association, 1956), p. 7.

present, and for future population growth. The Commission places considerable emphasis on the value of libraries in the total plan of community service and bases its observations on these accepted professional standards.

This Regional Planning Commission, in its recent study, takes special note of the Wilmington Institute Free Library, its history, development, and significance. It had its origin in the Library Company of Wilmington established in 1788, a private subscription library typical of the history of most of the early libraries in America. Today the Library is the largest and most influential public library in the State of Delaware. The central building in the heart of Wilmington, on Rodney Square, was erected on a site donated by Pierre S. duPont in 1921. It was built with public and private funds at a cost of $525,000.00, and dedicated in May, 1923. Today there are two branch libraries, a total book stock of 239,220 with an annual circulation of 410,426. It should be mentioned, however, that the New Castle County Free Library, established in 1927, is evidence of the intelligent planning which anticipated the inevitable metropolitanization and suburban growth of Wilmington, with accompanying demands for increased library service on the part of its residents. Today the New Castle County Free Library has headquarters in its own building in suburban Wilmington although the Wilmington Institute Free Library operates both library systems.

The director of the Wilmington Institute Free Library has recently established, with the help and support of the State Library personnel and the Delaware Library Association, a state-wide book referral service known as the Delaware Libraries Resource Service. This plan, presently financed by the State Library, is designed to provide on a library-to-library basis the resources of the strongest public library in the State. Borrowing libraries initiate requests by submitting a printed form to Wilmington, resulting in rapid delivery of the desired material or a photocopy. This kind of cooperative venture should be maintained as an important element in the comprehensive plan of improving library service in Delaware, and is specifically cited in the chapter on recommendations.

There are some new, inviting, and attractive public library buildings in Delaware which enhance the image of the library and its service. Attractive and functional library buildings have been constructed recently in Bridgeville, Dover, Laurel, Lewes, Middletown, Milford, New Castle, and Seaford. None of these libraries, however, is in a position to meet the standards prescribed in *Public Library Service* or in *Interim Standards* for (1) size and scope of book collection, (2) number of readers' seats, (3) staffing, nor (4) adequate space for the provision of services and programs.

Except for probably a half dozen community libraries, public library buildings are deficient in such physical facilities as heating and lighting, plumbing, location, accessibility and parking, provision for separation of functions or services, and furniture and equipment. Telephone service and toilet facilities are lacking in many community libraries.

Personnel

The statistical summary at the end of this chapter points out the fact that there are only 24 professionally trained librarians employed in the community libraries of Delaware and in the State Library. In examining the standard which prescribes one professional librarian for each town having more than 2,500 residents, it is obvious that many community libraries will not, on this basis, require the services of professional librarians. This situation points to the need and desirability of establishing the system library concept, which encompasses a greater area and larger population, in order to justify the services of a professionally trained librarian to direct the program.

The community libraries are hampered by the lack of sound personnel practice. In some instances, commissioners are serving as librarians. There must be a separation of duties and responsibilities as they relate to the members of the commission and the library staff. Each has a specific function to perform, and that function must be clearly defined. Later in this chapter and again in the chapter on recommendations, the subject will be discussed in more detail.

The successful operation of a library requires in its administrator a forceful, well-informed person with a college degree and a degree from an accredited library school; the love of books and an interest in people are no longer the only qualifications required for library work. The emphasis placed on educational qualifications for professional library personnel has served to advance the concept and recognition of library service. Implementation of this concept will result in a higher level of library service for the people of Delaware.

The shortage of professionally qualified librarians, however, need not prevent libraries within the State from attempting to meet such a goal. The State Library has assumed a role of leadership in attempting to relieve the critical shortage of professionally trained librarians. Some of the funds the State Library receives through the Federal Library Service and Construction Act are available on a contract basis to encourage community libraries to hire qualified college graduates and allow them to pursue a work-study program in library science at an accredited school of librarianship. The implementation of this program would lead to the eventual staffing of libraries with qualified professional personnel.

The establishment of interesting opportunities and challenges for community libraries will help in recruiting professionally qualified librarians. The so-called fringe benefits, together with the adoption of acceptable and competitive salary scales, must be given high priority. The adoption of standards, including certification of professional personnel, will serve as a guide to the commissioners in their formulation of programs throughout Delaware. In order to work toward the goal, financial support from the State, as well as from local governmental units, must be forthcoming. Further, these comments should not be construed in any way as criticism of the many loyal and

competent commissioners and librarians presently serving their various communities.

Trustees

The library commissioners or trustees in each of the several communities of the State play a vital role in the provision of library service. It is essential that they understand and accept the responsibilities of the office. Provision of quality library service requires a knowledge of budgets, personnel, book resources, and service. The most important responsibility which commissioners or trustees face is that of convincing the community that the public library is a public service worthy of public support. The second responsibility is that of securing a qualified librarian to conduct the affairs of the library. It is by the successful execution of their roles as commissioners or trustees that the library becomes an educational force in the growth and well-being of the community. Specific recommendations pertaining to the role of trustee will be found in the chapter on recommendations.

Resources

Quality library service requires an authoritative and current collection of books and related materials in all fields of knowledge, for all age groups. Standards prepared and adopted by the American Library Association require for a library system a collection of 100,000 currently useful volumes and provision for continual addition of new titles and withdrawal of those superseded. The combined resources of the community libraries, as noted in the statistical tabulation at the end of this chapter, excluding those of the Wilmington Institute Free Library and the New Castle County Free Library, do not now meet this standard. Attention needs to be given to the proper cataloging and subject organization of materials. Funds currently provided do not permit Delaware's community libraries to meet accepted standards that relate to resources; hence a state-wide program for aid to community libraries is necessary.

National Inventory of Library Needs, published by the American Library Association in 1965, cites the fact that 12 of the 19 public libraries in the State do not meet the standard for size of book collection.

Establishment and Support of Public Libraries

The laws of the State of Delaware provide for establishment, maintenance, and support of free public library service through the various school districts in the State, and permit each school district two choices for the establishment of public library service.

Section 7125. Election to establish library

Every board shall submit the question as to the establishment of a free public library in the School District under the jurisdiction of the Board to the qualified electors of the school district, at a special election to be called by the Board whenever petitioned so to do by 20 or more electors of the district, or by the District Library Commission duly appointed as provided in section 7136 of this Title. Such special election shall be called by the Board for a day not later than 60 days after the submission of the petition to the Board. As amended 54 Del. Laws, Ch. 202, §2, eff. Dec. 23, 1963.

1963 Amendment. 54 Del. Laws, Ch. 202, §2, inserted reference to District Library Commission.

Section 7135. Establishment of library: donation or guarantee

Whenever any Board shall be guaranteed, for the maintenance and support of a free public library in such school district, a sum equal to the minimum amount required to be raised by a district of its class under section 7129 of this title, for one year, the Board of such district shall declare a free public library to be established therein, and shall petition the resident Judge of the Superior Court of the State of Delaware for the county in which such School District is located to appoint a district library commission as provided in section 7136 of this title. Such guarantee may be by gift or devise of money or securities, or other valuable property, or by subscription lists, or by other plan approved by the Library Commission for the State of Delaware, provided that the guarantee has the sanction of the Commission. As amended 54 Del. Laws, Ch. 202, §2, eff. Dec. 23, 1963.

1963 Amendment. 54 Del. Laws, Ch. 202, §2, provided for petition to the resident judge of the Superior Court.

Section 7129. Taxation to establish and maintain libraries.

(a) If at any election, the qualified electors shall, in the manner provided in this subchapter, declare in favor of the establishment of a free library in the School District, the Board of the School District in which the election was held shall levy and raise by taxation, in each year, for the purpose of the establishment of such a library therein, and for the maintenance, increase and support of the library, such sum of money as the District Library Commission of the district shall certify to the Board as proper or necessary for the expenses of the library for the year in which such sum is to be levied and raised, provided that the sum so certified shall be not less than $1,000 nor more than $45,000 if the School District be a district of the first class; not less than $500 nor more than $10,000 if the School District be a district of the second class; and not less than $250 nor more than $5,000 if the School District be a district of the third class. The class to which the School District belongs shall be determined by the classification as set forth in section 7124 of this title.

(b) All sums authorized to be levied and raised by taxation under this chapter shall be levied, raised and collected as provided in this chapter. As amended 51 Del. Laws, Ch. 127, §1, eff. June 5, 1957; 54 Del. Laws, Ch. 202, §2, eff. Dec. 23, 1963.

1963 Amendment. 54 Del. Laws, Ch. 202, §2, changed the amounts to be raised by taxation and omitted fourth class districts.

While it is possible for the residents of a school district to establish a public library, the action must be negotiated through the school district board. It should be emphasized, however, that the community library and the public school system of a district are separate and distinct entities and services. Public library service is available to all residents of a community, while programs of education are provided for a segment of the population. This is but one of the differences between the two concepts of public service which justifies an identity for each. The District Library Board warrants a status equal to that of the District Board of Education. This parallel structure should provide incentives for local library development to keep pace with the continuously improved programs of public education in Delaware.

Arbitrary minimums and maximums by class of library unnecessarily restrict library service and growth. Funds for a library should be secured on the basis of need rather than on the basis of artificial or pre-established formulas. As a matter of fact, libraries in Class III, which can be authorized no more than $5,000 annualy, are those which need the greatest support, at least initially.

It should not be necessary for District Library Commissions to secure their funds through school districts. The determination of classes for support of public library service based on pupil population in school districts is fallacious because the public or community library should serve the entire population, not merely that segment enrolled in school. Similarly, state funds for library purposes to supplement local funds, Title 14—section 7146, quoted below, should be provided without the restrictions imposed by establishment of classes.

The Superintendent of Public Instruction recently announced his recommendation that the number of school districts be reduced from 58 to 19 or 21. It is interesting to note the fact that in 1963 there were 83 school districts in Delaware. It is essential that careful evaluation be made of the possible effects of this trend on the establishment and support of public libraries. On the unlikely premise that the geographical service areas of school systems and public libraries coincide, it is doubtful that one district would provide a sound base of financial support for both services. The map at the end of this chapter locates the public libraries. It is not presently known what the proposed boundaries of the new school districts will be. In other words, the possibility of further reducing the number of school districts will complicate the proper and logical financing of community libraries. The establishment and support of public libraries, as previously mentioned, should be considered on their own needs and merits.

Section 7146. State funds for library purposes

(a) Whenever the Library Commission for the State of Delaware certifies to the State Treasurer that any School District in this State has established a free public library therein, and has raised by taxation, subscription, gift or otherwise, a sum not less than the minimum sum prescribed by section 7129 of this title for the class to which such district belongs, for the support and maintenance of the library for the year then next ensuing such establishment, the State Treasurer shall pay to the District Library Commission of any such School District a sum equal to one-half of the sum certified by the Library Commission for the State of Delaware. Each year thereafter, the State Treasurer shall pay to the District Library Commission a sum equal to one-half of the sum certified to the State Treasurer by the Library Commission for the State of Delaware as having been raised by taxation, subscription, gift or otherwise during the year, in which the State Treasurer is to make such payment for the maintenance and increase of the library for such year. The State Treasurer shall not in any one year pay to any District Library Commission any sum in excess of $3,000 if the district belongs to the first class, nor in excess of $1,500 for a district of the second class, not in excess of $1,000 for a district of the third class. All such sums, paid to any District Library Commission by the State Treasurer, shall be expended by such District Library Commission for books. A list of such books must be submitted before purchase to the Library Commission for the State of Delaware for approval. If any District Library Commission neglects or refuses to expend all monies received by such District Library Commission from the State Treasurer for books approved by the Library Commission for the State of Delaware, then and in such event the Library Commission for the State of Delaware may refuse to issue a certificate to the State Treasurer for any further or other payment to the District Library Commission neglecting or refusing as aforesaid.

(b) The payments shall be made quarterly in four equal installments. Each payment shall be made on certification of the Library Commission for the State of Delaware. As amended 54 Del. Laws, Ch. 202, §2, eff. December 23, 1963.

1963 Amendment. 54 Del. Laws, Ch. 202, §2, changed the amount of payments and eliminated fourth class districts.

Each district library commission in Delaware should develop a library program to meet adequately the needs of its constituents. The cost of this program cannot be determined by using a figure of per capita expenditure only. The American Library Association stresses the fact that per capita figures are not financial standards; wide variations of per capita expenditures and the many factors involved show the impossibility of recommending specifics. Per capita figures can be used as a guide only in establishing library programs. It is also clear that adequate public support should be derived from the combined resources of state, local, and federal governments, evaluated on an annual basis.

Wheeler and Goldhor in their *Practical Administration of Public Libraries* state:

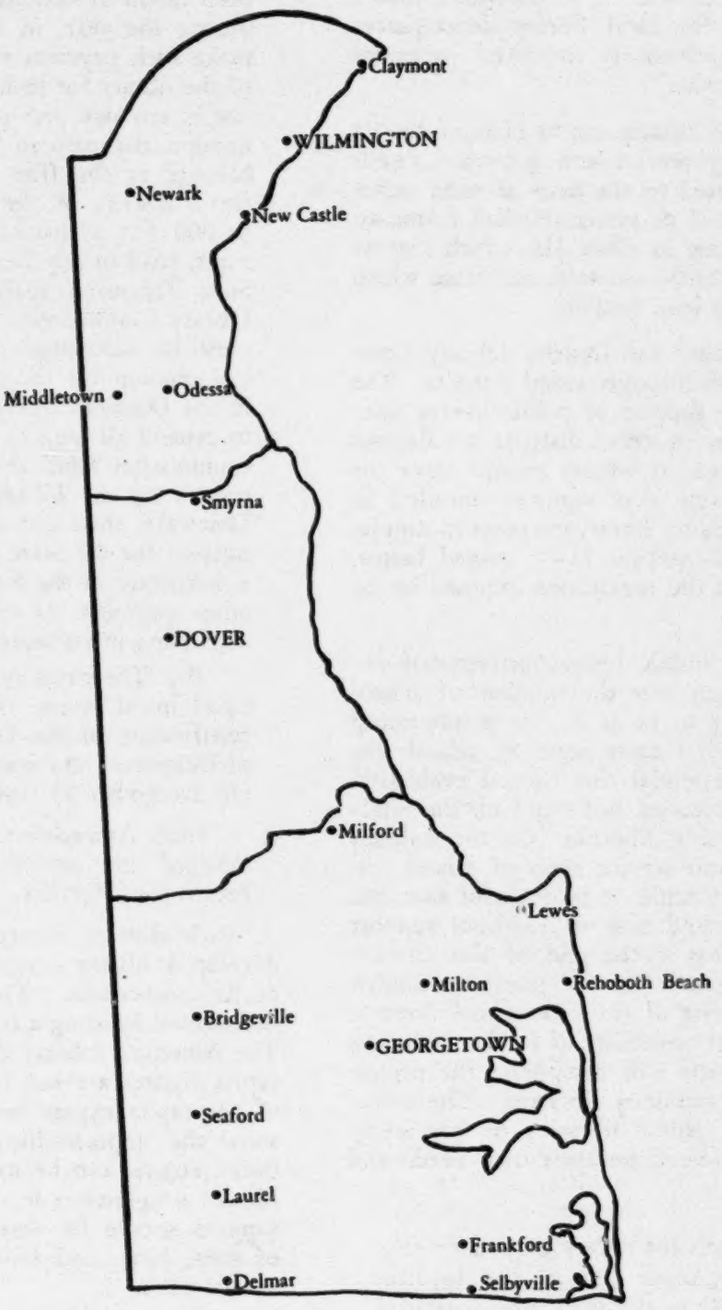
In most libraries nearly all income derives from a municipal appropriation based on property taxes. But

. . . an increasing number of states . . . provide grants-in-aid . . . to be divided among libraries as they have been for some years among schools, as supplemented public support.[2]

The interest and autonomy of the local community should be apparent in the appropriation of public funds at the local level. Such interest and pride are rewarded by supplemental funds from higher levels of government. Recommendations with respect to establishment and support of community library service will be found in the final chapter of this report.

For statistics see appendix.

PUBLIC LIBRARIES OF DELAWARE



[2]Joseph L. Wheeler and Herbert Goldhor. *Practical Administration of Public Libraries,* (New York: Harper & Row, Inc., 1962), p.p. 116-117.

Chapter 3

SCHOOL LIBRARY SERVICE

Quality programs of school and community library service should be developed concurrently, since the need for each kind of service is equally urgent. Each of the two kinds of libraries has a distinct and specific function. The school library is organized to meet demands of pupils, faculty, and curriculum; the community library is organized to meet demands of all age groups in all walks of life. Emphasis on education which includes the intelligent and meaningful use of books and reading points to the necessity for improving school libraries in Delaware.

In general, school libraries in the State are not in a position to support programs of education that presently exist and are being developed. Deficiencies in personnel, facilities, equipment, resources, and expenditures were observed on visits by the consultants to representative school libraries throughout the State. It is only fair to mention, however, that many recently constructed school buildings and renovation projects have included a number of interesting, inviting, well-planned, and well-stocked libraries. This trend toward the improvement of school libraries and their services is indicative of the recognized importance of school libraries in educational programs. Statistical data pertaining to school libraries are included at the end of this chapter.

Two interesting examples of school renovation projects to provide additional space for libraries are worthy of mention. One is located in Georgetown in a school building in which the library was enlarged appreciably. The school includes grades one through twelve; the library employs two certified librarians. Increased use of the library dictated physical expansion and addition of personnel, and resulted in the relocation of other school services and the acquisition of additional library space. The result is an inviting, efficient school library which provides more seats, book stacks, more work space for the staff, and better control of the entire library service area. Audiovisual materials and services were incorporated in the library at this time, making it an instructional materials center.

Another example is to be found in the John M. Clayton District School in Frankford. When additional space was needed, a room on the floor directly above the library and of the same size was refurbished and designed for the recognized increase in library activity. The first floor room provides for secondary grade pupils, the second floor room for elementary grade pupils. Direct communication was established between the two rooms.

A new junior high school with an estimated pupil enrollment of 900 now being planned in the Alfred I. duPont School District, within a Wilmington suburb, is worthy of mention. The instructional materials center recommended by a senior member of the administrative staff includes (1) a reading room of approximately 2,000 square feet with a capacity of between 60 and 90 pupils, (2) a reading and study area, (3) an area for independent study and research, (4) librarians' work area, (5) stack storage for eight to ten thousand volumes, and (6) individual study carrels. It is interesting to note that in this school district the superintendent hires the librarian as long as a year in advance of the opening of the library to insure the availability of an adequate collection of materials when the school opens. Further, the school librarians in the system, by direction of the administrators, meet regularly to discuss matters of common concern. The fact that approximately 80 per cent of the students from this district plan to attend college makes quality school library service a necessity.

It is also of interest to cite statistics from a report prepared by the Department of Public Instruction on the whereabouts of 1964 Delaware high school graduates. Thirty-six percent of the June, 1964 high school graduates in the State of Delaware are enrolled in colleges and universities. More than twice the number of these students have enrolled in colleges other than the University of Delaware. Since 1946 the percentage of students planning to attend college increased from 21 to 35, or from 887 students to 4,159, exclusive of those in Wilmington. School library programs, therefore, must be sufficiently qualitative to help prepare students to continue their education. In stressing the need for more adequate school libraries, it is equally important that the school library and the public library coordinate their efforts so that each supplements and complements rather than competes with the services of the other.

In 1963 the Supervisor of the School Libraries Section called a meeting of key administrators and professional librarians to discuss the problems of student use of public libraries in Delaware, occasioned by the American Library Association conference devoted to this nation-wide situation. Increased curricular demands and new instructional concepts have created an unprecedented need for more comprehensive collections of books and other library materials in school and community libraries.

The principal function of the school library is to support the curriculum of the school of which the library is an integral part. The school librarian should play an important part in developing the collections, accomplished by serving in an active role in the development of curriculum and study programs. School administrators should encourage librarians to spend as much of their time as possible working with teachers and students in making profitable use of materials in the library. This activity helps acquaint the librarian with instructional methods and materials required for the various courses offered. Participation in this important role is the prime professional task of the school librarian. The role of the school librarian in encouraging students to use library materials will help create the lifelong pursuit of learning which, in post-school

years, forms the habit of using the public or community library.

In support of the professional activity of the school librarian, there is the obvious need for clerical assistance in order to permit professional personnel to give advisory service to students and teachers. As a result there is little or no time for clerical tasks, not a productive use of the librarian's time.

The establishment in the State Department of Public Instruction of a School Libraries Section attached to Instructional Services, with an experienced and qualified supervisor as its first incumbent, is a major step forward in the development of quality school library programs throughout the State. In the slightly more than two-year period which began July 1, 1963, the Supervisor of the School Libraries Section has developed a cordial and effective working relationship with colleagues in the State Department of Public Instruction, with school administrators, and with school librarians. She has also set up liaison with other educational and library professional groups and personnel, as well as interested and responsible laymen. She has provided consultation service to assist in the orderly establishment and implementation of *Standards for School Library Programs,* a 1960 publication of the American Association of School Librarians, a department of the National Education Association, and a division of the American Library Association. Through the Division of School Plant Planning, the School Libraries Section has given school district personnel, architects, and educators advice and counsel in the planning of library space in new school construction, as well as renovations in existing school buildings. In a number of instances responsible school planners have sought information which assists the school district in meeting established standards for library materials centers. These centers are school libraries augmented by audio-visual materials and other resources and services in support of the teaching programs. If it is impossible for a single school district to support such a center, cooperative planning by more than one district provides for greater resources than those that can be supported by one district.

Advice on personnel requirements and staffing patterns are also supplied by the School Libraries Section for physical facilities planned to house a school library. Critical shortages of qualified personnel deter school library development. A cooperative practice program arranged between the University of Delaware and the school systems in the State is helping provide on-the-job training for school librarians. New state certification requirements for school librarians make it possible to select prospective librarians from among qualified teachers. Education for librarianship, as well as state certification programs, will be discussed in the chapter on recommendations.

In addition to providing aid at the state level to make school library quarters, resources, and personnel more effective, considerable help has been given in developing book selection statements and devising efficient procedural methods. The inspiration, guidance, and financial support offered through programs of state aid should not be construed as a method of relieving individual communities and districts of their primary responsibility for adequately supporting quality school libraries in their total educational programs. New school libraries should be established in all schools which do not now provide such service. Each school library and those proposed should work toward meeting American Library Association standards as rapidly as possible. It is axiomatic that improved school libraries will place greater demands for services upon presently inadequate community libraries.

The State, as well as the school districts, should insure the adequate financing of both kinds of libraries in order to permit their concurrent development. At such a point, cooperation between school and community libraries takes on significance.

DELAWARE PUBLIC SCHOOL LIBRARY SURVEY, 1965

Table 1

Reports received by type of grade organization (in relation to total in Delaware)

Grade organization	Total in State	Number reporting	Per cent of Total
Elementary - 8	109	51	47%
6 or 7 - 8 or 9	16	9	56%
9 or 10 - 12	16	11	69%
7 - 12	10	8	80%
Elementary - 12	14	8	57%
Elementary - 9	5	4	80%
Totals	170	91	52%

Table 2

Books per pupil (July, 1965) and annual expenditure per pupil for printed library materials by type of grade organization.

Grade organization	Number of schools in sample	Volumes per pupil Range Low	Median	High	Expenditure* per pupil 1964-1965
Elementary - 8	51	1.3	6.9	15.0	$2.13
6 or 7 - 8 or 9	9	5.0	6.9	9.0	2.10
9 or 10 - 12	11	1.7	8.0	10.6	2.29
7 - 12	8	3.0	7.0	28.6	2.71
Elementary - 12	8	2.3	5.6	10.0	1.75
Elementary - 9	4	4.8	6.0	11.2	2.33
Totals	91	1.3	6.9	28.6	$2.22 average

*Schools making unusual expenditures from construction funds are omitted from the sample.

DELAWARE PUBLIC SCHOOL LIBRARY SURVEY,
1965

Table 3

Centralized collections or libraries in sample according to type of grade organization

Grade organization	Number in sample	Number of central reading and reference rooms: None (%)	One (%)	Two (%)
Elementary - 8	51	7 (13.7%)	44 (86.2%)	0
6 or 7 - 8 or 9	9	0	9 (100%)	0
9 or 10 - 12	11	0	11 (100%)	0
7 - 12	8	0	8 (100%)	0
Elementary - 12	8	0	6 (75%)	2 (25%)
Elementary - 9	4	0	3 (75%)	1 (25%)

Table 4

Library personnel employed according to type of school organization and number of centralized collections or libraries

Organization	Libraries	Librarians with 6 or more semester hours in library science	Aides: Employed for 30 or more hours weekly	Aides: employed for less than 30 hours weekly
Elementary - 8	44	22.15	17	10
6 or 7 - 8 or 9	9	9	1	5
9 or 10 - 12	11	13.5	2	4
7 - 12	8	8	1	1
Elementary - 12	8	7	4	0
Elementary - 9	4	4	1	1

Tables 1-4 submitted by
Helen H. Bennett, Supervisor
School Libraries Section
Department of Public Instruction
State of Delaware
November 17, 1965

Chapter 4

ACADEMIC AND SPECIAL LIBRARIES

The several academic and special libraries in Delaware have book collections and other resources that are significant and extensive. The institutions and companies in which these libraries play a major role could participate in a comprehensive program of improved library service in Delaware, provided that mutually acceptable financial arrangements could be made. Libraries of all kinds traditionally have been willing to assist one another in improving their quality of service. Delaware, because of its geography, size, and record of cooperation, is in an excellent position to develop an enriched and progressive library system comprising all kinds of libraries. Combined public and private effort will reap considerable benefits for all residents of the State. The future of library service everywhere will depend upon meaningful relationships among all types of libraries, involving their facilities, services, and resources.

College and University Libraries

The University of Delaware in Newark has by far the largest library in the State, the 1965 annual report citing the University collection as approximately 570,000 volumes. The largest public library in the State, the Wilmington Institute Free Library—the New Castle County Free Library, reports a total of about 350,000 volumes. Wesley College in Dover has 13,254 volumes, and Delaware State College, also in Dover, has approximately 50,000 volumes and subscribes to about 400 periodical titles.

In general, services provided by the libraries in the colleges and in the University surpass those of the public libraries in Delaware. The growing demands, however, require improved physical facilities, more adequate and conducive to study and research than those presently available. Wesley College has its library on the first floor of a former local residence, Richardson Hall; but plans are under way to improve the facilities and services in a new building, which will permit a more efficient operation, with more reader space at present vitally needed, more stack space for book storage, and additional staff.

Delaware is no exception among the states in the growth of student population. Statistics released by the United States Office of Education reveal that Delaware, during the period 1959-1963, was the fastest growing state in terms of higher education. The State Legislature, which authorized the establishment of Delaware State College in 1891 as a land-grant institution, should now be conducting studies that will recommend the means with which to meet the certain increased enrollments in the years immediately ahead. Fortunately, the 200-acre campus has the land necessary for additional buildings. The library building, once a college chapel, will soon outgrow its present space both in terms of book storage and seating capacity, since the student enrollment currently numbers approximately 800. To maintain its present accreditation by the Middle States Association of College and Secondary Schools and the Delaware State Board of Education, it is necessary that Delaware State College keep pace not only with physical facilities for a growing student body but also with books for an expanding curriculum.

The new University of Delaware Library, named in honor of Hugh M. Morris who served as President of the University's Board of Trustees for twenty years, was completed with funds appropriated by the State Legislature and opened in September 1963. Its total volume capacity numbers 1,050,000, almost double the library's present number of volumes and a wise provision for the future. The building has the capacity to serve and seat 1,200 students; the student body of the University is now 10,051. This handsome, functional building, designed specifically for library use, contains 156,000 square feet and was built at a cost of $20.06 per square foot, an accomplishment in itself in this day of mounting costs. It is a model whose concepts of service can well be emulated by other libraries in the State, both public and private.

The higher educational institutions, and particularly the University, have resources of book and related materials which could be utilized by citizens of the State. Of necessity, this service to citizens must be subordinated to the needs of students and faculty, whose requirements should be given primary consideration. Library service to citizens could be justified in view of the fact that the University, although a privately chartered institution, is supported partially by public funds. Approximately 40 percent of the University's budget is appropriated by the State. The students and faculty at institutions of higher education should have access to the resources of other libraries within the State. It is noted in the catalog of Wesley College that the State Library and other libraries in state agencies, as well as the Dover Public Library, permit student use of their resources. A college or university library, however, should provide its students with basic book needs as determined by the curriculum. Other resources should be available for student and faculty research projects which require specialized materials. Further elaboration of these observations will be made in the final chapter.

Special Libraries

As the name implies, the several special libraries of the State represent resources in many specialized fields. Holdings of these special libraries are not inconsiderable. The Eleutherian Mills Historical Library in Greenville, founded in 1961, has a collection of about 50,000 books devoted to American economic history, the industrial

history of the Delaware Valley area, American technology, and French economic history, 1750-1820. Moreover, this library has a distinguished and extensive collection of manuscripts devoted to the Du Pont family and archives of the Du Pont Company for the nineteenth century, as well as records of other industries in Delaware. In addition to this important historical collection, there are no less than nine special libraries, with an approximate total of 150,000 volumes, devoted to and connected with research for existing Du Pont plants and installations within the State. This impressive array of research materials in such subjects as chemistry, chemical engineering, inorganic chemistry, metallurgy, biochemistry, nutrition, bacteriology, physics, engineering, physical chemistry, pigment and petroleum chemistry, fibers and textiles, etc., provides specialized collections, including chemical patents, obviously necessary in the work of company employees and potentially useful to other interested citizens of the State.

The interest and generosity of the Du Pont family have provided not only the early economic history of the Du Pont Company at Eleutherian Mills and current books and periodicals used daily as an integral part of company operations, but also the magnificent research facility known as the Henry Francis du Pont Winterthur Museum in Greenville, near Wilmington. Besides its distinguished collection of decorative arts and paintings, Winterthur has a library with collections of important early books in the field of American art as well as manuscripts, microfilms, slides, and photographs.

Special collections other than those cited above deserve mention for their potential use in possible cooperative programs. These special subject materials, principally in chemistry and related sciences, can be found in the excellent libraries maintained by the Atlas Chemical Industries and the Hercules Powder Company, both located in Wilmington. There are useful holdings also in the Wilmington Society of the Fine Arts Library, which contains a good collection of art books, particularly on the Pre-Raphaelites. The Historical Society of Delaware in Wilmington houses valuable source materials in the fields of early American history and civilization. The facilities of these institutions are available on the premises to serious students. Furthermore, loans are permitted in instances where the requested materials are neither rare nor irreplaceable.

Cooperative use of library resources of the State has been advanced by several librarians. For example, the librarian of Atlas Chemical Industries has suggested a microfilm resource center for back issues of periodicals, an entirely worthy project, which could be used to advantage by students, independent researchers, business people, and other members of the public. It would save costly duplication of titles in a state the size of Delaware, where distance or access presents no serious problem. The librarians of the Eleutherian Mills Historical Society, Winterthur Museum, Historical Society of Delaware, Wilmington Institute Free Library, and the University of Delaware have prepared a union list of newspapers on microfilm for the common benefit of their several publics.

One possibility for cooperative interaction among all libraries in the State might be the use of Long Distance Xerography (LDX). This kind of machine installation involves single-page documents or copies of pages of books which can be fed into a machine at the sending end and transmitted by coaxial cable in a matter of minutes, with a print-out at the receiving end.

The background and knowledge of academic as well as special librarians should be utilized in drafting a statewide system of cooperation for improved library service in Delaware. Recommendations concerning the part that academic and special libraries can play in the total program for Delaware appear in the final chapter.

Chapter 5

RECOMMENDATIONS FOR LIBRARY IMPROVEMENT

Every citizen of Delaware is entitled to library service — community, school, academic, or special — that meets accepted standards. The community library serves as the book and information center for the general public; the school library serves as the educational materials center immediately accessible to students and teachers; the academic and special library serves the needs of advanced students, serious scholars, and professional researchers, as well as supporting the resources and services of community and school libraries. This complex of libraries and their programs of service could be organized into an effective library system, coordinated by a strong and well-supported state library which would promote such a concept through professional direction and financial assistance. The recommendations include provision for an intermediate level of library service, called a library center, to promote local library service throughout the State of Delaware. The fuctions of these centers will be described later in this chapter. The following outline serves as a guide to the logical, detailed development of a program of library improvement included herewith.

I. The State Library Commission
   - A. Internal organization of the Commission
   - B. Responsibilities and functions of the State Library
   - C. Physical facilities for the State Library

II. A State-Wide Plan for Coordinated Community Library Service
   - A. Library Centers—description
   - B. Library Centers and Resource Centers — establishment
   - C. Financing the plan
   - D. Role of district commissioners
   - E. Role of community librarians

III. School Library Service
   - A. Delaware State Department of Public Instruction
   - B. District school boards
   - C. Coordination of school and community library services

IV. Academic and Special Libraries

V. Library Education

VI. Professional Library Associations

Descriptive and critical information about (1) state, (2) community, (3) public school, (4) academic, and (5) special library services has been presented in previous chapters. It is appropriate, therefore, to cite references to standards of service prepared and accepted by the library profession.

1. American Association of State Libraries. Survey and Standards Committee. *Standards for Library Functions at the State Level.* Chicago: American Library Association, 1963.
2. American Library Association. Co-ordinating Committee on Revision of Public Library Standards. *Public Library Service; a Guide to Evaluation, with Minimum Standards.* Chicago: American Library Association, 1956.

   . . . . Supplement. *Costs of Public Library Service,* 1963. Chicago: American Library Association, 1964.
3. Public Library Association. Committee on Standards. Subcommittee on Standards for Small Libraries. *Interim Standards for Small Public Libraries: Guidelines toward Achieving the Goals of Public Library Service.* Chicago: Public Library Association (A division of the American Library Association), 1962.
4. American Association of School Librarians. *Standards for School Library Programs.* [Chicago:] American Library Association, 1960.
5. Association of College and Research Libraries. Committee on Standards. "Standards for College Libraries." *College and Research Libraries,* 20:274-280, July 1959.
6. . . . . Committee on Standards. "Standards for Junior College Libraries." *College and Research Libraries,* 21:200-206, May 1960.
7. Special Libraries Association. Professional Standards Committee. "Objectives and Standards for Special Libraries." *Special Libraries,* 55:671-680, December 1964.

A comparison of existing programs of library service in Delaware with standards reveals many deficiencies. The recommendations are designed to correct these deficiencies and improve library service throughout the State. Implementation of these goals admittedly involves a long-range program, but one that will provide the people of Delaware with service which will assist materially in their economic, social, intellectual, and cultural advancement.

I. The State Library Commission

A. The internal organization of the Commission

1. It is recommended that membership on the State Library Commission include lawyers, educators, business executives, library trustees, and other professional and lay leaders, appointed by the Governor.
2. It is recommended that members of the Commission assist the professional library staff in establishing broad policy for the program of the State Library, and assist actively in securing the financial support necessary to execute the

program described herein.
By tradition, librarians have operated without political or patronage considerations; the basic premise being that the librarian designated by the policy-making authority has freedom with respect to personnel appointments and assignments to accomplish previously agreed upon policies and principles.

3. It is recommended that the State Library Commission adopt the table of organization on page 22.
4. It is recommended that the annual salary of the State Librarian be comparable to that of the administrator of the principal library in Delaware, and that salaries for other professional State Library positions be correspondingly upgraded.
5. It is recommended that consideration be given to the eventual organization within one strong state department of all state governmental or official library and related functions of the State of Delaware, excepting the activities of the Public Archives Commission, the School Libraries Section of the State Department of Public Instruction, the State Law Library, and the libraries of state-supported institutions of higher learning. In the interest of economy, and considering the size of the State, it is also recommended that library services and book collections in departmental libraries within the state government, in hospital, correctional and other state institutions, be coordinated.
6. It is recommended that the State Library assume responsibility for library service to the blind and visually handicapped. The Library of Congress provides such a nation-wide service through 31 cooperating regional libraries. The State of Delaware is in the area served by the Free Library of Philadelphia, one of these 31 regional offices. Residents of the State of Delaware who qualify for this free, federally subsidized service are presently served by the Free Library of Philadelphia by contract with the Delaware Commission for the Blind.
7. It is recommended that active working relationships be established and continued with (a) the Supervisor of School Library Services within the State Department of Public Instruction, (b) other appropriate officials within the State Department of Public Instruction who have cognizance of the state institutions of higher education, (c) library personnel within all departments of the state government, to include hospitals, correctional institutions, the State Development Department, and (d) officials in the Public Archives Commission.

B. The responsibilities and functions of the State Library

It is recommended that specific functions of the State Library include

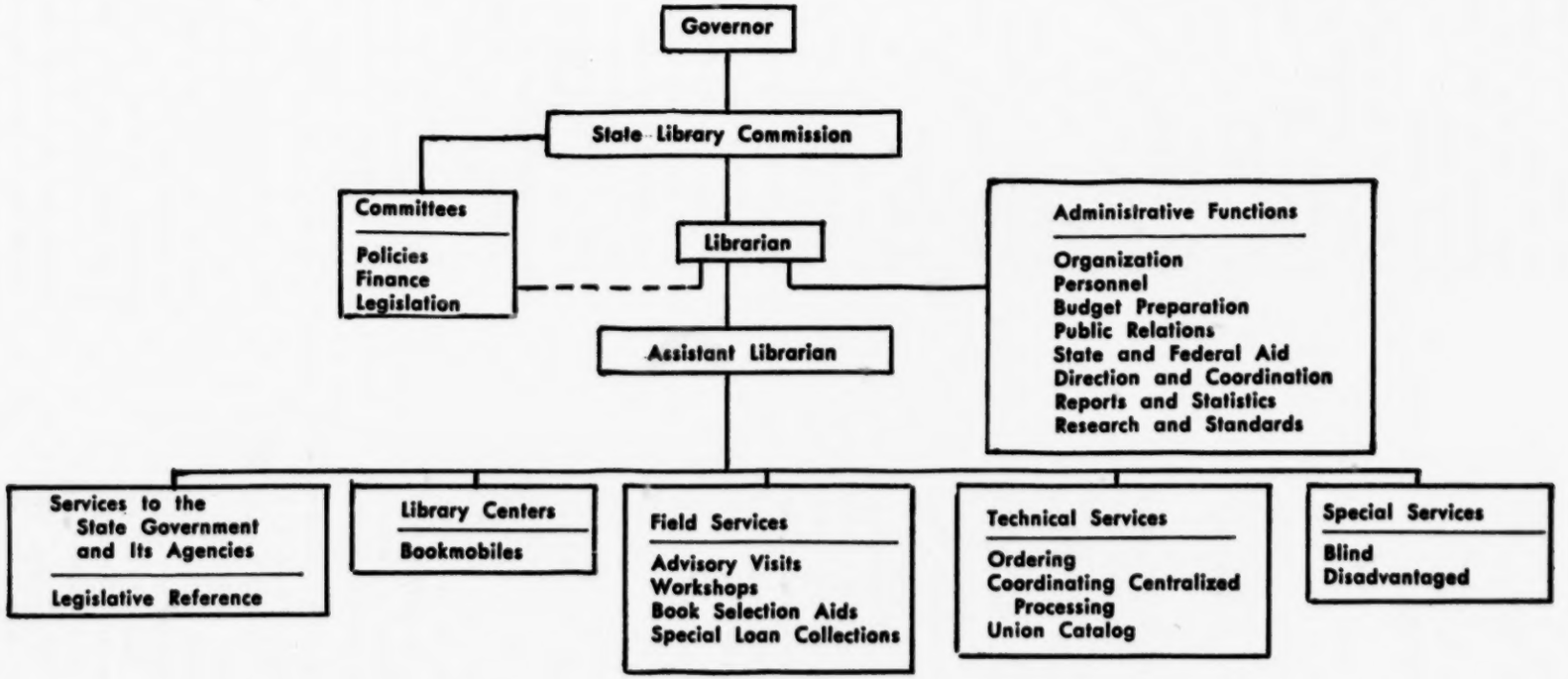
1. A plan for the continuing promotion of comprehensive subject and reference resources for the benefit of all citizens of the State based on the existing program begun at the Wilmington Institute Free Library, including the resources of the New Castle County Free Library, described in the chapter on community library service.
2. A plan for the establishment and operation of library centers strategically located in the State in addition to the Wilmington Institute Free Library — New Castle County Free Library (see paragraph II A below).
3. A plan for the provision of legislative reference service. State governments attach increasing importance to information services for members of their legislative, executive, and judicial branches, as well as all personnel employed by the state. This service enables state employees to discharge their duties and responsibilities with greater efficiency. Such service is usually a function of a state library using its collection of documents, supplemented by materials devoted to political science and related fields. The documents, generally acquired by exchange, include those issued at every level of government. The collection should be staffed by experienced, qualified personnel in order to provide rapid and intelligent service.
4. A plan to assemble and preserve a complete collection of documents issued by its own state, appropriately useful documents from other levels of government for state government officials, personnel of the state's educational institutions, as well as the general public. This recommendation does not conflict with the functions of the Public Archives Commission or the State Law Library.
5. A plan to secure and distribute copies of documents issued by state agencies of Delaware to the University of Delaware Library, to the proposed library centers, and to such other libraries as may request them.

C. Physical facilities for the State Library

It is recommended that a new building be constructed in the State Capitol Complex, either near the projected State Department of Public Instruction Building or the State Office Building. If the State Library, as recommended in paragraph II B 5 under Library Centers — description, removes that part of its book stock devoted to supplementing community library collections, the functions of the State Library will require less book storage space, except for documents and related materials and for a legislative reference service, and more office and consultation space.

THE LIBRARY COMMISSION FOR THE STATE OF DELAWARE AND THE STATE LIBRARY

A PROPOSED ORGANIZATION CHART



II. A State-wide Plan for Coordinated Community Library Service

Before discussing the recommended comprehensive program for library service in Delaware, background information is provided in order to place these recommendations in proper perspective.

> A quality library is one that (1) is open a sufficient number of hours daily to insure an opportunity for all who wish to use it; (2) owns a book collection providing authoritative information in all fields of knowledge, representing community interests of all age groups, showing evidence of being added to regularly and judiciously weeded, and including recordings, films, and other modern communication media; (3) employs a staff properly trained to interpret the book collection to its users; (4) is housed in an attractive, functional, and inviting building; and (5) has an effective public relations program.
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> Many of the public libraries in [Delaware] exist in areas where the tax base is not and probably never will be sufficient to support an efficient, effective unit of service. This points to the fact . . . that systems of libraries working cooperatively are needed to make available the kind of service mentioned in the above paragraph. This principle, clearly stated in *Public Library Service,* previously mentioned, forms the basis for the recommendations which follow: "Libraries working together, sharing their services and materials, can meet the full needs of their users. *This cooperative approach on the part of libraries is the most important single recommendation of this document.* Without joint action, most American libraries probably will never be able to come up to the standard necessary to meet the needs of their constituencies."
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> As stated in the publication noted above, no proposal is made whereby the larger libraries would absorb the functions or the indentities of the smaller libraries. Both smaller and larger libraries are necessary in the social and economic structure of our nation. The larger Libraries would provide some of the services—e.g., reference and research materials, readers' advisory assistance, preparation of book lists, educational and documentary films, photostat and other duplicating facilities, location of books and other union catalog functions, cooperative acquisition and cataloging projects, maintenance of back-number periodical and serial holdings—which most smaller libraries should not and need not attempt. The smaller library should continue to be the information and book center of the community—informal and sensitive to local interests. But, as a link in a system of libraries, the community library would have direct access to the kind of service it probably never would be in a position to provide independently. Citizens of the local communities also would have direct access to these larger libraries. The pooling of resources, cooperation among libraries, and the desire to provide our citizens with the best possible book and information centers are requisite goals if a system of libraries is to be a successful venture.
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> [Two thirds of the population of Delaware is concentrated in New Castle County, of which Wilmington is the principal city.]
> Current library policy recommends that library centers be located in geographic areas of sufficient size and concentrations of population, or in sparsely settled areas so remote from a library that a central, coordinated service is justified.

It is recommended that the community libraries of [Delaware] be formed into a system of libraries, without loss of local autonomy but with the advantage of being provided with professional direction, eventually to coordinate hours of service; to improve book collections; to receive assistance in selecting, acquiring and cataloging book collections; systematically to weed present holdings; to plan services for varying age groups; and to engage in other activities now conducted by community libraries.

Emphasizing the statement in *Public Library Service* which reads, "the local library in each community stands as the first and convenient resource for all readers," the community libraries of [Delaware] should function together in a system for the provision of library service. The accomplishment of this fact does not mean that trustees and librarians would lose their autonomy and rights relative to the management of local libraries. The State, if recommendations are followed, would make available financial assistance to local libraries provided established standards of service were met. These standards, to be drawn up to apply to libraries serving various population groups, might include such requisites as: the library should be open no fewer than 15 hours a week; should own a collection of currently useful books; should spend a certain portion of its budget for new books; and should meet accepted standards for personnel.

It is recommended that a committee of the professional association study and propose a set of comprehensive standards to be adopted by [the] State Library Commission.[1]

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[1]John A. Humphry. *Library Cooperation,* (Providence: Brown University Press, 1963), pp. 108-111.

A. Library Centers — description

A library center, reference to which was made earlier in the chapter, is an intermediate level of library service, between that provided by a community library and a state library. It provides direction, guidance, and services to smaller community libraries, without in any way usurping their status, recognition, and function. On the contrary, the library center would serve to strengthen the resources and services of each community library in its sphere of influence.
Specific functions of a library center are

1. To serve as the next larger unit of library service, providing a collection of books and nonbook materials representative of the following:
   a. Major reference works
   b. Indexed periodicals
   c. Significant nonfiction
   d. Important modern fiction
   e. Educational films
   f. Recordings: language, speech, music, drama, etc.
   g. Selected documents, pamphlets, maps, etc.
2. To serve as a bibliographic center with a union catalog, either in card or book form, of the resources within a prescribed area. For purposes of rapid communication, each center should be linked with the others and the state library by TWX or a comparable system of electrical transmission of information.
3. To provide professional staff to assist the smaller libraries within the area in book selection, planning service programs;
4. To provide for interlibrary loans as required, as well as duplicating equipment for supplying copies of material unavailable on library loan;
5. To provide for cooperative purchasing of library books, materials, and supplies at favorable discounts;
6. To provide for centralized cataloging and preparation for circulation of library materials;
7. To provide rotating collections on a subject as well as a title basis to supplement resources of the community libraries;
8. To cooperate with the Historical Society of Delaware in providing materials of local historical significance, in facsimile, for supplementary educational experiences of school children.

Library centers should be built upon (1) already existing strong units of library service where possible, (2) properly located facilities which are readily accessible, and (3) financially well-supported facilities. The rapid rate of population growth in Delaware would justify, in the foreseeable future, three library centers.

B. Library Centers and Resource Centers — establishment
It is recommended that

1. The Wilmington Institute Free Library — New Castle County Free Library be designated as the public library reference and resource center for the entire State;
2. The Wilmington Institute Free Library — New Castle County Free Library, in addition to its function and responsibility as the public library reference and resource center for the State, be designated as the Northern Delaware Library Center to serve the residents of New Castle County, and to provide assistance to the Claymont, Corbit-Odessa, Middletown, Newark, and New Castle community libraries;
3. The Dover Public Library be designated as the Central Delaware Library Center, to serve the residents of Kent County, and to provide assistance to Smyrna and future community libraries. This center, in which area there are now only two community libraries, would serve a population of about 65,000 people.
4. A library center for Southern Delaware be established by the State in the vicinity of Georgetown. This center would be a strategically located library facility for all residents of Sussex County, and would provide assistance to the Bridgeville, Delmar, Frankford, Laurel, Lewes, Milford, Milton, Rehoboth Beach, Seaford, and Selbyville community libraries. Since Milford is located on the Kent-Sussex County border, it is recommended that this library's board of trustees decide which center to join, Central or Southern. It is also recommended that this facility serve as the bookmobile headquarters and garage for the State Library's southern Delaware service.
5. The State Library withdraw, on an orderly basis and in consonance with the development of the Central Delaware Library Center, its direct book services to the general public. Bookmobile service from the State Library should be continued in rural areas throughout the State, until this service is assumed by community libraries or the proposed library centers.
6. It is recommended that
   a. The Central and Southern Delaware Library Centers be governed by a board of trustees representing the community libraries in the area served by the Centers.
   b. Consideration be given the fact that only two libraries serve the residents of Kent County. The proposed Central Delaware

Library Center to be located in Dover, whose library is much larger than the other community library in the county in terms of expenditures and services, might have greater representation from Dover on the board of trustees than that proposed for either of the other two library centers.

c. The Northern Delaware Library Center be governed by an advisory board representing community libraries in the area served, working with the Board of Managers of the Wilmington Institute Free Library — New Castle County Free Library, which presently governs this regional library system.

d. Each trustee or advisory board member be appointed for a three-year term, subject to reappointment for one additional three-year term. In the event that fewer than five trustees comprise a board, it is recommended that the appropriate resident judge appoint the additional members. It is recommended that the trustees and advisory board members and the administrator of the library center submit a proposed plan of operation and service, together with a proposed budget, for approval by the State Library Commission. The State Library should have responsibility for coordinating and equalizing the services of the centers; the centers should be otherwise autonomous.

7. It is recommended that, in addition to the responsibility of the Wilmington Institute Free Library as the State's public library resource center, the subject resources of the Library of the University of Delaware be made available through interlibrary loan for serious research. The unusually extensive special collections in the several special libraries supported by private enterprise constitute a resource which could be utilized on a contract or fee basis as requirements dictate, provided such terms of use are acceptable to management.

C. Financing the plan

Adequate local public support of community library service has not been established in Delaware. It is, therefore, recommended that the State provide a major share of the funds to finance the comprehensive plan.

1. Library Centers

In view of the need to (a) establish and (b) maintain three such centers, the following method of financing is recommended.

a. Establishment grants: the State provide $300,000.00 for each of the three library centers, either for a new building or for remodeling existing buildings.

b. Budgets of the library centers include funds for the staff and the support of three library centers (1) to provide assistance in the development of community libraries on an incentive basis as the first line of library service, and (2) to provide a more comprehensive kind of library service with book collections of greater depth, a greater variety of library materials, reference services not now available in community libraries, as well as advisory and consultant services.

c. Maintenance or operating costs: the Northern Delaware Library Center in the Wilmington Institute Free Library — New Castle County Free Library be supported from state funds at an initial and minimum rate of $1.00 per resident of New Castle County or, based on the 1960 Federal Census, $307,446.00. These funds would be in addition to those received from the City of Wilmington and the Levy Court of New Castle County. This center should serve (1) the residents of the county and (2) the residents of the entire State in its role as the State's resource center. In the first instance, direct service to the public would be available; in the second, it is expected that the services would be provided on a library-to-library basis. Residents of the less populated areas of the State should not be deprived of access to quality library service.

d. A Central Delaware Library Center be established by making it possible for the Dover Public Library to broaden its services, programs, and collections. To make this recommendation possible, and taking into account the size of the county in relation to its population, it is recommended that the State provide annually an initial and minimum amount of $1.00 per capita, or $65,651.00, for state support of this Library Center in Kent County, which would be in addition to funds received from the local school district for the Dover Public Library. It is not expected that the transfer of book services from the State Library to the Central Delaware Library Center would be effected at once; as the Dover Public Library becomes stronger, the State Library should gradually withdraw direct book service to the general public.

e. A Southern Delaware Library Center be established in Sussex County, in the vicinity of Georgetown. Annual maintenance funds should also be provided by the State on the basis of at least $1.00 per capita, or $73,195.00 annually.

BUDGETS IN SUPPORT OF THESE THREE LIBRARY CENTERS WILL INCREASE AS THEIR COLLECTIONS AND SERVICES BECOME MORE WIDELY USED. IT SHOULD BE EMPHASIZED THAT THE PER CAPITA GRANTS MUST BE EVALUATED ANNUALLY TO PERMIT CONSIDERATION OF ADDITIONAL FINANCIAL SUPPORT.

f. In the absence of *total* population statistics per school district, now available only on the basis of school population, county figures of population as a base of support for library centers are considered more realistic and feasible.

The consultants have given long and careful study to the financing of library centers and community libraries. It is recommended that equal consideration be given to both an immediate and long-range solution to the problem. In order to continue the development of programs for community library service, the recommendation for the immediate solution is to retain the present methods of financing of existing community libraries through school districts. Because the State Board of Education has made, and undoubtedly will continue to make, revisions in the number and pattern of school districts, it is recommended that a plan for financing community libraries be devised that does not involve school districts.

g. The libraries in institutions of higher education in Delaware be reimbursed for services in support of a state-wide Resource Center on the basis of a unit of service or per transaction, the fee to be determined annually by mutual agreement between the institutions and the State Library Commission.

2. Community Libraries

Among financial responsibilities of the State in support of this comprehensive plan is recognition of the fact that the local library is the first line of library service and should be permitted the opportunity for improvement through an incentive plan.

a. It is recommended, for purposes of financial support involving the machinery required for the collection and disbursement of funds, that school districts continue to collect funds for the community libraries, at least for the present.

b. It is also recommended that the State designate the School Districts as presently constituted the Public Library Districts. This recommendation is made to provide an educational status for community libraries, until such time as a new plan for their financing is devised.

c. It is recommended that the State make available to the various community libraries that meet standards promulgated by the State Library a grant-in-aid based on the school population (pending availability of total population) residing in the service area of the community library. The State Library has quite properly taken a step in this direction by distributing federal funds on a basis that rewards good library practice.

d. It is recommended that grants-in-aid be be administered by the State Library according to these suggested criteria.

1) Each community which henceforth elects to establish a library should submit an application to the State Library Commission for a charter, approval to be granted on the basis of (a) need and (b) intent to provide adequate local public support.

2) Community library budgets should be adequate to support library service described in the *Interim Standards.*

3) Community libraries should meet, within specified time limits, standards of public library service to be promulgated by the State Library Commission.

4) Each community library must submit to the State Library Commission an annual report and statistical information as requested.

5) Computations for allocation of grants-in-aid should be made on the basis of the latest federal or official state census.

6) Plans should be made to work toward the establishment of budgets for the community libraries on the basis of local, state, and federal financial participation. The State Library Commission is now making allocations of Federal Library Services and Construction Act funds for operating purposes to the several community libraries. It is recommended that the State consider the possibility of allocating Library Services and Construction Act funds for (a) establishment or initial improvement programs or (b) funds for continuing support of the community library based on appropriations made by local authorities. To work on an incentive basis, local communities which appropriate

funds for library use should eventually be provided an appropriation of money from federal sources channeled through the State Library Commission. The remaining necessary money would come from the State itself. This kind of financing should thus make it possible for community libraries to operate on adequate budgets.

D. Role of district commissioners

The success of a community library program depends on the combined efforts of the district commissioners and the librarian. The following recommendations citing the duties of the commissioners and the librarian should assist each community in improving library service at the local level prior to active participation in the recommended state-wide program of cooperative library service.

1. It is recommended that
   a. Commissioners of community libraries be designated trustees to distinguish readily between state library and district library commissioners;
   b. Members of governing boards of library centers be designated trustees.
2. Trustees should acquaint themselves with the duties and responsibilities of the office. An illuminating and authoritative new book on the subject is Virginia G. Young's *The Library Trustee, a Practical Guidebook* published by the Bowker Company in 1964.
3. Two of the principal responsibilities of a trustee are the securing of (a) a qualified librarian in terms of standards promulgated by the State Library Commission and (b) funds adequate to maintain an acceptable level of service as described on page 23 and following.
4. Trustees should recognize that community or public libraries as instruments of education and recreation should be supported by public funds, and should take steps to secure financial support from this source. Corporate or private funds in support of libraries should be managed professionally where possible, and in order to protect principal, only the income used.
5. Trustees should expect the community libraries, through the leadership of the State Library, to be informed of the various sources of library support from all levels of government—federal, state, and local.

   Additional recommendations for community library trustees are included on page 29 of this chapter.

E. The role of community librarians

1. Librarians of community libraries have an obligation to acquaint trustees with accepted policies, programs, organizational patterns, and services as they relate to public libraries.
2. Librarians should be conversant with and adopt as soon as possible progressive management practices as they relate to personnel administration, circulation of materials, reference service, acquisition and organization of books and other materials, the library building and maintenance program, financial management, and public relations.
3. Librarians should recommend to trustees schedules of service to the public based on community need. Staff members should be paid on the basis of hours worked, not on the basis of hours the library is open.
4. Librarians should continuously evaluate collections, making selections of material to be withdrawn as well as those to be acquired. The collection of materials in the library should be currently useful to the community served. Standard guides should be used in selecting materials: The H. W. Wilson Company Standard Catalog series—public libraries, fiction and children; and standard book reviewing guides—*Book Review Digest, Choice* (published by Association of College and Research Libraries and American Library Association), *Library Journal,* and *Publishers' Weekly.*
5. Librarians should refer to and use as guides in improving their libraries and services the following useful publications:
   a. Sinclair, Dorothy. *Administration of the Small Public Library.* Chicago: American Library Association, 1965.
   b. Broderick, Dorothy M. *An Introduction to Children's Work in Public Libraries.* New York: The H. W. Wilson Company, 1965.
   c. Piercy, Esther J. *Common Sense Cataloging, a Manual for the Organization of Books and Other Materials in School and Small Public Libraries.* New York: The H. W. Wilson Company, 1965.

   Additional recommendations concerning duties of community librarians are included on page 29.

III. School Library Service

A progressive school library (1) supports the educational program of the school of which the library is an integral part; (2) introduces young people to the library habit and provides them with the knowledge and ability to use libraries effectively, and promotes their continuing interest in books and audiovisual materials; (3) provides a collection of materials for the instructional and administrative staff to assist in their professional

development; (4) cooperates with other libraries and librarians in coordinating and planning comprehensive book and information services.

As new emphasis are placed on educational programs, the school library takes on added significance. While the purposes and functions of the school library are broad, as stated above, it should be pointed out that recently developed standards will undoubtedly take time to implement. The effective school library includes the following components.

1. A physical environment which is functional in design and arrangement;
2. Ample space for the growth of the school, proper lighting, acoustical treatment of reading areas, adequate workroom and storage space.
3. The size of the library is determined by the extent of the library's program, the scope of its resources, the number of students and instructional staff, and the kinds of equipment included.
4. Library quarters must be readily accessible and related to locations of study centers and classroom traffic, preferably some distance from noise-producing areas such as cafeterias, bus-loading docks, and gymnasiums. It is wise also to plan a location that will permit library use independent of the entire school building. Such planning permits use of the school library, evenings, before and after school hours, weekends, and summers.
5. The size of staff needed is determined by a carefully devised formula described in detail in the publication *Standards for School Library Programs.*

Standards for size of library staff

1. The following standards are recommended for the size of the library staff in elementary, junior high, and senior high schools.
   a. Librarians
      1) *For the first 900 students or fraction thereof*: One librarian for each 300 students or major fraction thereof if the head librarian has no administrative responsibility for audio-visual materials. If the head librarian has partial responsibility for audio-visual materials, the number of librarians should be increased by 25 per cent, and in the case of full responsibility for audio-visual materials and the audio-visual program, by 50 per cent.
      2) *For each additional 400 students or major fraction thereof*: One librarian, if the head librarian has no administrative responsibility for audio-visual materials. If the head librarian has partial responsibility for audio-visual materials, the number of librarians should be increased by 25 per cent, and in the case of full responsibility for audio-visual materials and the audio-visual program, by 50 per cent.

   b. Clerks

      One clerk for each 600 students or major fraction thereof if the head librarian has no administrative responsibility for audio-visual materials. If the head librarian has partial responsibility for audio-visual materials, the number of clerks should be increased by 25 per cent, and in the case of full responsibility for audio-visual materials and the audio-visual program, by 50 per cent.

2. In twelve-grade or K-12 schools having 200 or more students, the size of the library staff is never less than that recommended in point 1 for schools of similar enrollment. For excellent library service, the number of professional staff members needs to be increased in order to have a staff with the competencies, the specialized knowledge of books and other materials, and the familiarity with the instructional program that are quite distinct for the elementary grades and for the secondary school grades. . . . . For example, in some schools with 200-399 pupils, the best library service will result when two librarians are on the staff, one to work with children and teachers in the elementary grades and the other to work with children and teachers in the secondary grades. In a school with an enrollment of 1,200, four librarians, instead of three can best meet the wide program range of the K-12 school. . . . .
3. Libraries in demonstration schools . . . require larger staffs than those noted for schools in points 1 and 2. The increase in number depends upon such factors as the number of practice teachers and practice librarians working in the school, the types of experimentation and research conducted in or with the school library, the number of observers and visitors coming to the library, and the teaching load of the librarian in the education or library service departments of the college or university.[2]

The State of Delaware has for many years provided funds for schools and progressive programs of education. The time has now come for Delaware to assume a similar

[2]American Association of School Librarians. *Standards for School Library programs.* (Chicago: American Library Association, 1960), pp. 53-56.

obligation to complete its educational program, that of providing quality library service. Until financial assistance for library service is forthcoming and parallels the quality and the development of educational programs, including school library service, people will not be provided with the opportunity to achieve their full intellectual development. Education without corresponding library service is incomplete. The State Department of Public Instruction took a major step forward in its establishment and filling of the position Supervisor of the School Libraries Section. The duties and responsibilities of this position are of vital importance in the total program of education.

A. The Delaware State Department of Public Instruction

It is recommended that the School Library Section be enlarged to provide for the direction and guidance required in implementing broad programs of school library service, and their effective coordination with the community libraries. The Elementary and Secondary Education Act of 1965 makes possible substantial improvement and federal assistance for school libraries and their resources, together with innovations in teaching programs. The Act encourages cooperative effort among libraries and other cultural institutions. The size of the staff of the Section, therefore, should be increased by at least two professional librarians, and include the required clerical assistance.

School library development at the local level, as well as in district or consolidated schools, has been noteworthy in Delaware during the past few years. It is recommended that this program be continued in order to permit larger units of library service which, in turn, provide greater resources and facilities at less cost.

B. District School Boards

It is recommended that District School Boards establish priorities for the improvement of school library service, working with community and civic groups. School library coordinator positions should be established in school systems comprising several schools.

These specific proposals are offered for the consideration of school officials.

1. School programs allow maximum use of the library by students. The school library should open before classes begin in the morning and remain open long enough after school classes to permit students to complete assignments requiring use of library materials.
2. The school library should not be a study hall or social center for the school. The librarian should be a teaching member of the faculty, and not burdened with unrelated assignments that interfere with the effectiveness of the school library program.
3. Instruction in the use of the library should be provided the students each year, such instruction to be increasingly more sophisticated.
4. School systems should consider utilizing the services of a book processing center to serve all the school libraries within the jurisdiction, or be a member of a cooperative processing facility. A professional librarian should direct this activity.
5. The school library should include a collection of professional materials for the use of professional personnel.
6. The professional knowledge of the school librarian should be utilized by appointment to curriculum study and other committees.
7. The school librarian should plan, prepare, and justify an annual budget for the operation of the library.
   The approved budget should be submitted in writing to the school librarian.
8. The school library should be assigned sufficient professional and clerical personnel as determined by the school enrollment formula.
9. The Library Section of the Delaware State Education Association, cooperating with the Delaware Library Association, should interpret standards promulgated by the American Library Association, and not use present standards. It is recommended that school districts under the direction of the Library Section of the State Department of Public Instruction adopt the more adequate standards of the American Library Association, depite the fact that their complete implementation will take longer.
10. It is suggested that private schools adopt the principles described in these recommendations.

C. Coordination of school and community library services

The chapter on school library service refers to the concurrent development of school and community library service. The recommendations that follow emphasize the necessity of adequate community library service to children, strengthened by the additional resources and facilities of the recommended library centers. The plan for strengthening the community library and establishing library centers brings into focus the part they play in providing strengthened resources for young people's school assignments. As mentioned previously, the primary function of the school library is to support curricular needs as opposed to the resources in greater depth developed by the community library and the library center. It is recommended that boards of trustees and librarians of community libraries:

1. Develop quality service to children;
2. Engage in a program, in cooperation with the schools, to enrich their collections to meet student needs for materials not generally found in school libraries and for their recreational reading and personal enrichment;
3. Provide proper facilties and surroundings for children;
4. Provide a professionally qualified children's librarian, where possible and warranted, for advisory service and to direct story hours, film presentations and other programs;
5. Provide service during hours that schools are not in session and otherwise coordinated with hours of school library service;
6. Schedule regular meetings with local school authorities including the school librarians, to discuss common problems, coordinate acquisition programs, acquaint themselves with school policies in general and specific practices relative to the school library;
7. Consider the desirability of the formation of library councils, enlisting assistance and support of local parent-teacher associations, comprised of the librarians of the principal libraries in a given area to effect meaningful cooperation.

IV. Academic and Special Libraries

Institutions of higher education and other cultural and business organizations that maintain special collections of library materials have an opportunity to play a significant role in a comprehensive plan to marshal and make available the total library resources of the State. Chapter 4 includes information relative to distinguished and important private collections such as those at Winterthur, Eleutherian Mills, Atlas Chemical Industries, Hercules Powder Company, The Wilmington Society of the Fine Arts, The Historical Society of Delaware, and the extensive technical libraries maintained by the DuPont Company. These substantial subject collections could serve to support the more general collections of academic and larger community libraries. Educational programs continue to make heavy demands on libraries and it is, therefore, highly desirable that the total resources of a geographic area be utilized to the best advantage in order to meet these educational demands.

It is recommended that

1. College, community college, and university libraries continue to provide book resources and materials to support their curricula;
2. Consideration be given to assuming by informal and mutual agreement the responsibility for develpment and maintenance of specific subject areas for acquisition purposes;
3. Roles of leadership be assumed by special and academic librarians in furthering the cooperative efforts already established: union lists, microform reproduction, inter-library loan arrangements, teletype communication, facsimile reproduction methods, assistance in locating and lending materials for use in serious study and research, maintenance of a common storage facility, retrieval of information, centralized processing activities involving advantages of employing special language and subject abilities;
4. A plan be devised whereby the local libraries of the State can, through interlibrary loan, draw upon the total library resources of Delaware. The cost of this service should be determined by mutual agreement between the public and private agencies concerned.

V. Library Education

Each of the three states that borders on Delaware—New Jersey, Pennsylvania, and Maryland —has a school of library science: Rutgers, Drexel and the University of Maryland. There is no present need or demand, therefore, for a library school in Delaware. It is recommended that librarianship be included as a field for financial aid at out-of-state library schools for Delaware citizens under the Financial Aid Program for Delaware Students Pursuing Courses of Higher Education Not Available in State Institutions. The courses designed especially for school and community library personnel to acquaint them with the basics of librarianship should not be confused with graduate training in library science. The present-day requirements for training in the field of librarianship call for a fifth year of graduate study following successful completion of a baccalaureate degree. The courses in library science offered in the School of Education at the University of Delaware provide basic instruction in librarianship. This interest is commendable and should be encouraged, especially in the face of an acute nation-wide shortage of professional library personnel. Trustees, library and school administrators, and the professional library associations should encourage young people to enter the library profession and to become properly qualified. This will assist greatly in the implementation of this comprehensive plan for library improvement in Delaware.

VI. Professional Library Associations

Members of the library profession in Delaware, including trustees, have a responsibility to assist in a variety of ways to implement the recommendations in this report.

1. It is recommended that members become fully acquainted with library problems (such as certification of personnel, standards of service, recruitment) within the State, and that they

assist laymen in identifying the problems and the solutions herein suggested.

2. It is recommended that committees of the Delaware Library Association be formed to seek ways and means to publicize and to implement the recommendations in this chapter.
3. It is recommended that a joint committee of the Library Section of the Delaware State Education Association and the Delaware Library Association study and recommend revisions in the certification regulations for public school librarians as well as other school library matters.
4. It is recommended that the Delaware Library Association study the desirability of certification requirements for community librarians. Such an investigation should include salary schedules for professional librarians.
5. It is recommended that the Delaware Library Association Recruiting Committee publicize actively the rewards of librarianship and encourage promising candidates to pursue a career in the field.
6. It is recommended that members of the Delaware Library Trustees Association participate actively in promoting the above recommendations and that a committee be formed to approach the Governor, members of the Legislature, and other state officials in acquainting them with library needs and the specific recommendations made in this report.
7. It is recommended that "Friends of the Library" groups be organized in communities or regions or at the state level to assist librarians, trustees, and legislators in implementing a program of library improvement for Delaware.
8. It is recommended that the members of the state professional library associations inform the State Library Commission of their interest in furthering the development and implementation of this comprehensive state-wide library improvement program.

It is recognized that this comprehensive plan will, of necessity, require time for complete implementation. It is strongly urged, however, that the plan be implemented in the sequence presented in this report, which constitutes priorities.

The future of library service lies in the proper and planned coordination of the several types of libraries and their services on local, regional, and state-wide bases. At the present time, plans are being developed whereby interstate cooperation becomes significant. The Regional Conference of Elected Officials is an organization formed from what was known as PENJERDEL,established with Ford Foundation support, to provide public services on the basis of other than local jurisdictions. The Conference has several committtees, one of which is concerned with area library development—the committee being established on the basis of need. The Library Committee is served by a chairman who is an elected official and is also a trustee of a local library. Several meetings have been held, and studies are to be conducted related to regional library services. Philadelphia has the largest library within this region. It is, therefore, imperative that library development begin on a state-wide basis in Delaware to permit its further cooperation in interstate planning.

APPENDIX

COMPARATIVE STATISTICS OF

Library	Federal Census 1950	Federal Census 1960	Hours Open Weekly 1955-6	Hours Open Weekly 1964-5	Professional Staff in Full-Time Equivalents 1955-6	Professional Staff in Full-Time Equivalents 1964-5	Book Stock 1955-6	Book Stock 1964-5	Circ 1955-6
Bridgeville	1,468	1,469	4	6			5,966	13,388	4,433
Claymont	*4,000	*10,000	2	4			5,055	9,238	9,518
Corbit-Odessa	467	526	12	12			12,518	12,523	3,867
Delmar	1,015	934	6	8½			1,675	5,356	5,133
Dover	6,223	7,250	22	53		1	12,988	22,181	18,266
Frankford-Dagsboro	1,089	1,035	6	7			5,000	3,590	5,700
Georgetown	1,923	1,765	4	4			2,371	4,426	4,699
Laurel	2,700	2,709	36	36	1	1	11,153	18,080	43,727
Lewes	2,904	3,025	4	8			4,137	8,116	7,350
Middletown (Not in operation 1955-6)	1,755	2,191	—	5½	—	1/3	—	2,867	—
Milford	5,179	5,795	8	12			13,004	17,670	12,336
Milton	1,321	1,617	4	6			5,645	8,163	3,675
Newark	6,731	11,404	19	40			5,637	19,881	20,624
New Castle	5,396	4,469	28	38		1	4,293	9,584	7,903
Rehoboth Beach	1,794	1,507	6	16½			3,107	4,794	—
Seaford	3,087	4,430	18	32			8,882	17,569	16,109
Selbyville	1,086	1,080	1½	5			1,745	2,681	847
Smyrna	2,346	3,241	5	3			4,273	6,374	7,904
Wilmington	110,356	95,827	75	75	18	12	224,034	239,220	420,798
New Castle County	218,879	307,446	54	49	5½	4½	61,167	106,003	319,350
State Library	318,085	446,292	37½	37½	1	4	—	61,281	87,306

*Estimated (Unincorporated—not in U. S. Census)

TISTICS OF DELAWARE PUBLIC LIBRARY SERVICE, 1955-1956 AND 1964-1965

Circulation		Sources of Financial Support							
		Local							
1955-6	1964-5	1955-6 (Source Not Available)	Local Government 1964-5	Private 1955-6	Private 1964-5	Federal Aid 1955-6	Federal Aid 1964-5	State Aid 1955-6	State Aid 1964-5
4,433	21,229	$ 474	$ —	$ —	$ 7,056	None	$ 2,710	$ 200	$ 1,125
9,518	17,606	919	—	—	4,250		1,087	375	2,128
3,867	5,095	1,068	—	—	1,460		270	500	556
5,133	8,585	446	824	—	365		1,333	200	565
18,266	89,404	6,977	35,250	—	2,000		1,728	1,000	3,000
5,700	5,300	400	—	—	1,898		700	200	687
4,699	3,510	591	—	—	800		2,090	300	400
43,727	62,872	17,300	4,300	—	25,400		1,552	1,000	3,000
7,350	9,845	825	1,700	—	354		2,105	300	1,050
—	10,699	—	1,284	—	276		2,530	—	1,028
12,336	28,224	2,370	8,000	—	1,250		1,272	1,000	3,000
3,675	8,156	800	200	—	1,284		1,433	400	742
20,624	62,541	3,024	30,000	—	—		2,304	1,000	3,000
7,903	34,656	2,822	1,000	—	10,000		1,522	850	3,000
—	10,714	528	—	—	156		1,723	300	1,000
16,109	50,942	5,526	13,319	—	664		1,462	1,000	3,000
847	1,618	176	—	—	650		1,333	150	325
7,904	8,122	1,524	1,200	—	782		—	700	1,067
420,798	410,426	163,947	231,677	50,108	76,274		26,818	—	—
319,350	555,573	67,500	185,000	4,882	31,672		15,234	—	—
87,306	137,900	—	—	—	—		148,424	29,595	59,090

CE, 1955-1956 AND 1964-1965

Sources of Financial Support												
Private		Federal Aid		State Aid		Total Support		Book Expenditures				
1955-6	1964-5	1955-6	1964-5	1955-6	1964-5	1955-6	1964-5	1955-6	1964-5			
—	$ 7,056	None	$ 2,710	$ 200	$ 1,125	$ 67[illegible]	$ 10,891	$ —	$ 1,512			
—	4,250		1,087	375	2,128	1,29[illegible]	7,465	330	1,096			
—	1,460		270	500	556	1,56[illegible]	2,286	513	722			
—	365		1,333	200	565	64[illegible]	3,087	198	1,898			
—	2,000		1,728	1,000	3,000	7,97[illegible]	41,978	1,497	8,439			
—	1,898		700	200	687	60[illegible]	2,037	238	1,700			
—	800		2,090	300	400	85[illegible]	3,290	415	46			
—	25,400		1,552	1,000	3,000	18,30[illegible]	34,252	2,223	3,923			
—	354		2,105	300	1,050	1,1[illegible]5	5,209	627	2,239			
—	276		2,530	—	1,028	—	5,118	—	2,682			
—	1,250		1,272	1,000	3,000	3,370	13,522	941	4,246			
—	1,284		1,433	400	742	1,200	3,659	538	1,699			
—	—		2,304	1,000	3,000	4,024	35,304	1,172	6,057			
—	10,000		1,522	850	3,000	3,672	15,522	606	4,709			
—	156		1,723	300	1,000	828	2,879	225	1,617			
—	664		1,462	1,000	3,000	4,526	18,445	1,406	4,866			
—	650		1,333	150	325	326	2,308	181	1,107			
—	782		—	700	1,067	2,254	3,049	885	1,142			
0,108	76,274		26,818	—	—	214,055	334,769	31,855	67,937			
4,882	31,672		15,234	—	—	101,977	231,906	16,067	39,558			
—	—		148,424	29,595	59,090	—	207,514	6,335	17,043			